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United States General Accounting Office

GAO

Fact Sheet for the Honorable
Paul Simon, United States Senate

COMPLETED
33

August 1986

# COMMUNITY DEVELOPMENT

# Revenue and Demographic Characteristics of East St. Louis, Illinois

ORIGINAL

GAO/RCED-86-184FS

UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

RESOURCES, COMMUNITY,
AND ECONOMIC DEVELOPMENT
DIVISION

August 13, 1986

B-223427

The Honorable Paul Simon
United States Senate

Dear Senator Simon:

Your March 12, 1986, letter requested that we provide you with information on social and economic problems affecting the city of East St. Louis, Illinois. Specifically, you asked us to provide you with information on Department of Housing and Urban Development (HUD) and other federal, state, and local funding for East St. Louis by program for fiscal years 1974 through 1985. In addition, you requested that we provide historical demographic data on social and economic conditions in the city. On April 15, 1986, we briefed your office on the results of our work. This fact sheet summarizes the information that we provided during our briefing.

To analyze HUD activities and funding in East St. Louis, we interviewed HUD officials and reviewed various funding records in the Department's headquarters in Washington, D.C. and its regional office in Chicago, Illinois. Information on other federal, state, and local funding was developed primarily from Bureau of the Census reports. We also analyzed reports on East St. Louis prepared by Illinois community service agencies, state offices, and independent accounting firms. To provide information on the historical demographics of social and economic conditions in the city, we reviewed materials available from the Bureau of the Census and an in-depth series of newspaper articles published in 1983 describing developments in East St. Louis since the turn of the century.

We did not independently verify any of the funding or demographic data or other information. Also, information in this fact sheet often covers different periods of time because of the varying ways that data were collected in the reports.

In summary, we found that, during fiscal years 1977 through 1979, the only years for which we could obtain estimates, total federal funding was about $100 million annually. HUD provided over $131 million to aid the people and the city of East St. Louis from fiscal year 1974 through 1985. Demographic data on East St. Louis show that social and economic conditions in the city have been declining steadily.

Part I of this fact sheet illustrates federal, state, and local funding statistics relating to East St. Louis. When possible, we compared these statistics with national data. Part II outlines social and economic demographic data pertaining to the city and compares the data with relevant national data. Part III summarizes a series of newspaper articles which describe the events in East St. Louis which have contributed to its current social and economic condition. These articles were previously provided to your office.

We obtained the views of HUD officials on the information discussed in this fact sheet and included these views as appropriate. As arranged with your office, unless you publicly announce its contents earlier, we plan no further distribution of this fact sheet until 30 days from the date of this letter. At that time we will send copies to interested parties and make copies available upon request.

Should you need additional information on the contents of this fact sheet, please call me at 275-6111.

Sincerely yours,

John H. Luke

John H. Luke
Associate Director

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## ABBREVIATIONS

| | |
|---|---|
| GAO | General Accounting Office |
| HUD | Department of Housing and Urban Development |

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## PART I

## HUD AND OTHER FUNDING FOR EAST ST. LOUIS, 1974-85

- HUD PROVIDED ABOUT $131 MILLION IN AID TO THE PEOPLE AND CITY OF EAST ST. LOUIS DURING FISCAL YEARS 1974 THROUGH 1985. FROM THE VARIOUS HUD ASSISTANCE PROGRAMS, EAST ST. LOUIS RECEIVED OVER $30 MILLION IN COMMUNITY DEVELOPMENT BLOCK GRANTS, OVER $67 MILLION FOR PUBLIC HOUSING, AND OVER $12 MILLION FOR URBAN RENEWAL PROJECTS.

- BETWEEN FISCAL YEARS 1977-79, THE ONLY YEARS FOR WHICH WE WERE ABLE TO OBTAIN ESTIMATES, EXPENDITURES BY ALL FEDERAL AGENCIES FOR EAST ST. LOUIS WERE ABOUT $100 MILLION ANNUALLY. THIS FIGURE INCLUDES MONEY GIVEN TO THE CITY AS WELL AS ASSISTANCE GIVEN DIRECTLY TO RESIDENTS, SUCH AS WELFARE ASSISTANCE AND FOOD STAMPS.

- THE CITY'S FEDERAL AND STATE REVENUE SOURCES FOR CALENDAR YEARS 1974-84 TOTALLED $111,596,000 AND $25,068,000, RESPECTIVELY. INCLUDED IN THE FIGURE FOR FEDERAL REVENUES IS OVER $18 MILLION IN REVENUE SHARING. LOCAL REVENUE SOURCES OVER THE SAME PERIOD GENERATED $91,955,000.

- OF THE VARIOUS TAX REVENUES OF $67,881,000 RECEIVED BY EAST ST. LOUIS DURING FISCAL YEARS 1974-84, PROPERTY PROVIDED $35,209,000, SALES PROVIDED $28,104,000, AND MISCELLANEOUS SOURCES PROVIDED $4,568,000.

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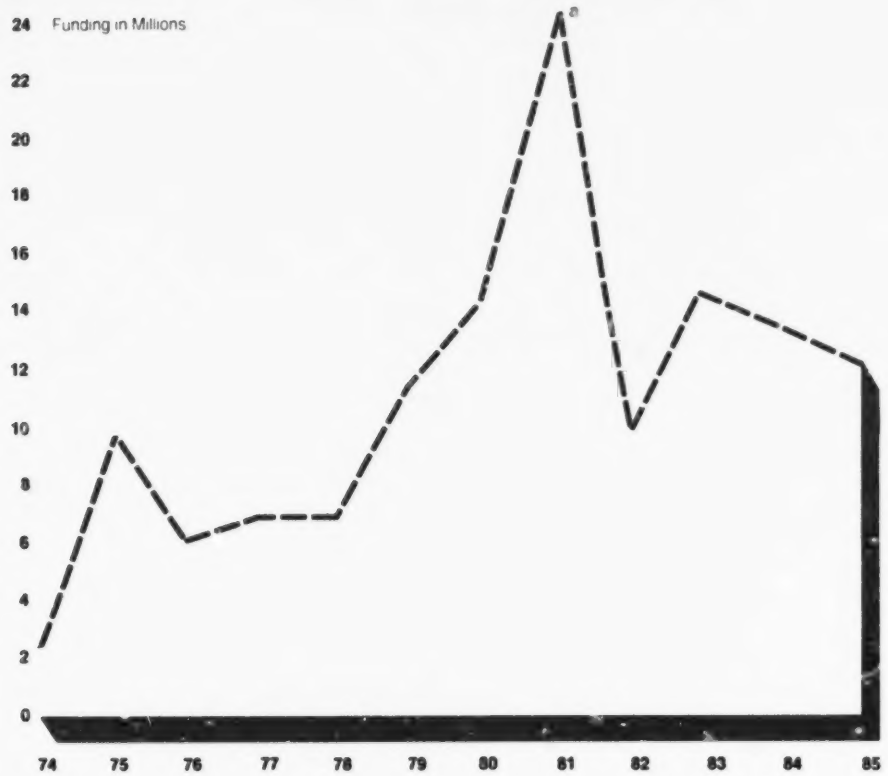
Figure I.1: Total HUD Funding for East St. Louis (1974-85)




[a]The total amount shown for fiscal year 1981 includes cumulative amounts for some programs that were not accumulated on a year-to-year basis prior to 1981. This, in part, accounts for the significant increase in funding shown for fiscal year 1981.

Source: HUD Chicago Regional Office.

## TABLE I.1: Total HUD Funding for East St. Louis (fiscal years 1974-85)

| Program | 1974 | 1975 | 1976 | 1977 | 1978 | 1979 |
|---|---|---|---|---|---|---|
| Community Development Block Grants (Entitlement) | $ | $2,641,000 | $3,086,000 | $2,681,000 | $3,090,430 | $ 3,741,000 |
| Secretary of HUD's Discretionary Fund | | | | | | |
| Urban Development Action Grants | | | | | | |
| Rehab. Loans (Section 312) | | | | | | |
| Jobs Bill | | | | | | |
| Urgent Needs | | 847,000 | | | | |
| Urban Homesteading (Section 810) | | | | | | |
| Rental Rehabiltation | | | | | | |
| Lower Income Rental Assistance (Section 8) | | | | | | |
| Elderly or Handicapped Direct Housing Loans (Section 202) | | | | | | |
| Low-Income Leased Public Housing (Section 23) | 33,984 | 150,051 | | | | |
| Leased Public Housing Operating Subsidy | | 2,610 | | 8,041 | | |
| Public Housing Operating Subsidy (Section 9) | | | | 1,070,310 | | 1,189,716 |
| Public Housing Debt Service Annual Contribution | 2,346,296 | 2,722,635 | 3,030,640 | 2,771,528 | 2,906,087 | 4,087,851 |
| Public Housing Modernization Funds | | 2,332,858 | | 135,000 | 760,000 | 166,001 |
| Model Cities Funds | | 788,510 | | | | |
| Urban Renewal Funds | | | | 49,939[d] | | 2,133,776[e] |
| Liquidation Program | | | | | | |
| Total | $2,380,280 | $9,484,664 | $6,116,640 | $6,715,818 | $6,756,517 | $11,318,344 |

[a]Estimated amounts obtained from CDBG Directory of Allocations for fiscal years 1980-1985.
[b]Amount represents the cumulative amount spent by HUD for this program from 1977 through 1981.
[c]Amount represents the cumulative amount spent on a special project from 1982 through 1984.
[d]Amount represents the cumulative amount spent on a special project from 1968 through 1977.

SOURCE: HUD Chicago Regional Office.

| 1980 | 1981 | 1982 | 1983 | 1984 | 1985 | Total |
|---|---|---|---|---|---|---|
| $ 3,986,000 | $ 3,877,143 | $3,099,000 | $ 2,985,000 | $ 2,599,000[a] | $ 2,582,000[a] | $ 34,367,573 |
| | 148,335 | | | | | 148,335 |
| | 212,000 | | | | | 212,000 |
| | | | 163,000 | 401,750 | 371,100 | 935,850 |
| | | | 908,522 | | | 908,522 |
| | | | | | | 847,000 |
| | 605,929[b] | 67,000 | 153,150 | 199,000 | 44,197 | 1,069,276 |
| | | | | 102,800 | 102,000 | 204,800 |
| | 2,503,809[b] | 994,225 | 1,152,952 | 2,430,519 | 1,198,046 | 8,279,551 |
| | | | 328,600 | 817,800[c] | | 1,146,400 |
| | | | | | | 184,035 |
| | | | | | | 10,651 |
| 2,210,225 | 2,014,680 | 1,687,415 | 3,639,301 | 2,247,252 | 3,335,533 | 17,394,432 |
| 3,545,379 | 4,377,615 | 4,206,987 | 4,538,502 | 4,250,602 | 4,521,817 | 43,305,939 |
| 2,897,492 | | | 431,678 | 245,000 | | 6,968,029 |
| | | | | | | 788,510 |
| | 10,666,817[f] | | | | | 12,850,532 |
| 1,519,830[g] | | | | | | 1,519,830 |
| $14,158,926 | $24,406,328 | $10,054,627 | $14,300,705 | $13,293,723 | $12,154,693 | $131,141,265[h] |

[e] Amount represents the cumulative amount spent on a special project from 1965 through 1979.
[f] Amount represents the cumulative amount spent on a special project from 1973 through 1981.
[g] Amount represents the cumulative amount spent by HUD for this program from 1971 through 1980.
[h] Does not include $2.1 million in GNMA Tandem funding spent over period 1974 through 1985 nor does total include any estimate of funds spent through HUD's acquisition/disposition program.

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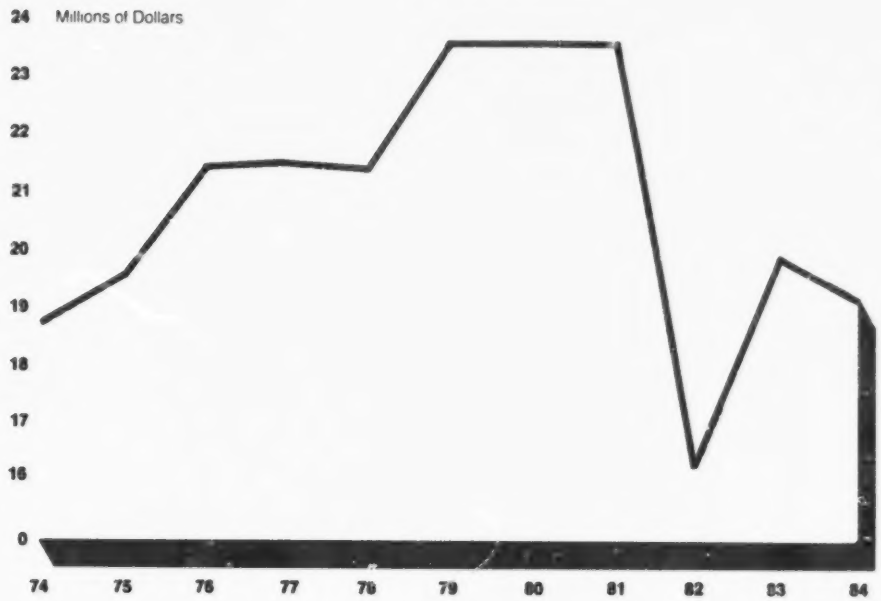
Figure I.2: Amount of Revenue for East St. Louis[a] (1974-84)




[a]Does not include amounts given directly to residents, such as welfare assistance, food stamps, etc.

Source: Bureau of the Census.

Table I.2: East St. Louis General Revenue Sources and Amounts (calendar years, 1974-84)

| | FEDERAL | | | STATE |
|---|---|---|---|---|
| Year | Revenue sharing | Other federal | Total federal | State |
| 1974 | $ 2,196,000 | $ 7,213,000 | $ 9,409,000 | $ 1,839,000 |
| 1975 | 1,854,000 | 9,046,000 | 10,900,000 | 1,381,000 |
| 1976 | 1,682,000 | 10,333,000 | 12,015,000 | 1,843,000 |
| 1977 | 1,755,000 | 10,207,000 | 11,962,000 | 1,855,000 |
| 1978 | 1,779,000 | 9,851,000 | 11,630,000 | 2,252,000 |
| 1979 | 1,668,000 | 10,614,000 | 12,282,000 | 2,762,000 |
| 1980[a] | 1,668,000 | 10,614,000 | 12,282,000 | 2,762,000 |
| 1981[a] | 1,668,000 | 10,614,000 | 12,282,000 | 2,762,000 |
| 1982 | 1,423,000 | 4,155,000 | 5,578,000 | 2,536,000 |
| 1983 | 1,381,000 | 5,371,000 | 6,752,000 | 2,570,000 |
| 1984 | 1,445,000 | 5,059,000 | 6,504,000 | 2,506,000 |
| Total | $18,519,000 | $93,077,000 | $111,596,000 | $25,068,000 |

[a]Estimate.

Source: Bureau of the Census.

| LOCAL | | | |
|---|---|---|---|
| Taxes | Miscellaneous | Total local | Total |
| $ 5,801,000 | $ 1,731,000 | $ 7,532,000 | $ 18,780,000 |
| 5,371,000 | 1,895,000 | 7,266,000 | 19,547,000 |
| 5,362,000 | 2,114,000 | 7,476,000 | 21,334,000 |
| 5,591,000 | 2,050,000 | 7,641,000 | 21,458,000 |
| 5,969,000 | 1,519,000 | 7,488,000 | 21,370,000 |
| 6,749,000 | 1,787,000 | 8,536,000 | 23,580,000 |
| 6,749,000 | 1,787,000 | 8,536,000 | 23,580,000 |
| 6,749,000 | 1,787,000 | 8,536,000 | 23,580,000 |
| 6,254,000 | 1,807,000 | 8,061,000 | 16,175,000 |
| 7,049,000 | 3,477,000 | 10,526,000 | 19,848,000 |
| 6,237,000 | 4,120,000 | 10,357,000 | 19,367,000 |
| $67,881,000 | $24,074,000 | $91,955,000 | $228,619,000 |

Table I.3: Total Federal Funding Expended in East St. Louis and Portion Received from the Department of Health and Human Services[a] (fiscal years 1977-79)

| Fiscal year | Total federal funds (millions) | Department of Health and Human Services (millions) |
|---|---|---|
| 1977 | $111 | $42 |
| 1978 | 98 | 44 |
| 1979 | 105 | 52 |

[a]Similar funding data for other years is not available since this report is no longer compiled.

Source: Community Services Administration.

Table I.4: Types of Tax Revenues Received by East St. Louis (fiscal years 1974-84)

| Year | Property | Sales | Other | Total |
|---|---|---|---|---|
| 1974 | $3,375,000 | $2,004,000 | $422,000 | $5,801,000 |
| 1975 | 2,893,000 | 2,040,000 | 438,000 | 5,371,000 |
| 1976 | 2,780,000 | 2,196,000 | 386,000 | 5,362,000 |
| 1977 | 2,978,000 | 2,276,000 | 337,000 | 5,591,000 |
| 1978 | 3,359,000 | 2,277,000 | 333,000 | 5,969,000 |
| 1979 | 3,648,000 | 2,708,000 | 393,000 | 6,749,000 |
| 1980[a] | 3,648,000 | 2,708,000 | 393,000 | 6,749,000 |
| 1981[a] | 3,648,000 | 2,708,000 | 393,000 | 6,749,000 |
| 1982 | 2,920,000 | 2,907,000 | 427,000 | 6,254,000 |
| 1983 | 3,117,000 | 3,426,000 | 506,000 | 7,049,000 |
| 1984 | 2,843,000 | 2,854,000 | 540,000 | 6,237,000 |
| Total | $35,209,000 | $28,104,000 | $4,568,000 | $67,881,000 |

[a]Estimates.

Source: Bureau of the Census.

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## PART II

## DEMOGRAPHIC DATA ON EAST ST. LOUIS

- POPULATION HAS DECLINED STEADILY, FROM OVER 82,000 IN 1950 TO SLIGHTLY MORE THAN 55,000 IN 1980. BETWEEN 1970-1980, THE TOTAL POPULATION OF EAST ST. LOUIS DECLINED BY 21 PERCENT. IN 1980, THE MEDIAN AGE FOR THE EAST ST. LOUIS POPULATION (22.7) DIFFERED MARKEDLY FROM THE MEDIAN AGE FOR THE UNITED STATES (30).

- THE RACIAL MAKE-UP OF THE CITY OF EAST ST. LOUIS HAS UNDERGONE A CONSIDERABLE TRANSFORMATION. IN 1960, 55 PERCENT OF THE CITY'S POPULATION WAS WHITE AND 45 PERCENT WAS "NON-WHITE". IN 1980 THE DISTRIBUTION HAD SHIFTED; THE WHITE POPULATION ACCOUNTED FOR LESS THAN 5 PERCENT OF THE POPULATION WHILE THE "NON-WHITE" POPULATION CONSTITUTED 95 PERCENT OF THE CITY'S TOTAL POPULATION.

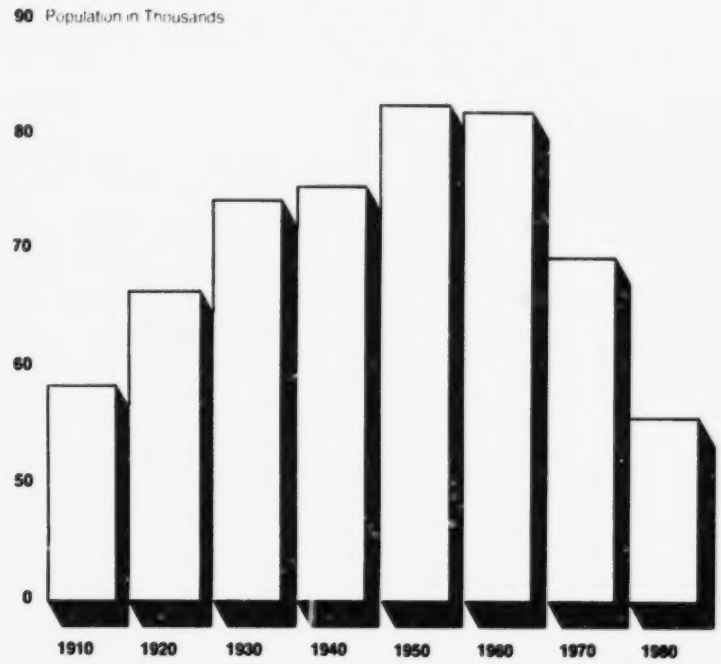
- ANNUAL FAMILY INCOME IN CONSTANT DOLLARS FOR EAST ST. LOUIS DECLINED FROM $15,927 IN 1959 TO $12,117 IN 1979. CONVERSELY, FAMILY INCOME FOR THE UNITED STATES AS A WHOLE INCREASED FROM $18,486 TO $27,183 DURING THE SAME PERIOD.

- THE PERCENTAGE OF FAMILES IN EAST ST. LOUIS WITH INCOME BELOW THE POVERTY LEVEL IN 1979 WAS NEARLY 39.0 PERCENT, COMPARED WITH THE NATIONAL AVERAGE OF 10.3 PERCENT. THE PERCENTAGE OF FAMILIES RECEIVING PUBLIC ASSISTANCE INCOME IN THE CITY IN THAT YEAR WAS MORE THAN 37 PERCENT.

- IN EAST ST. LOUIS, THE PERCENTAGE OF INDIVIDUALS UNEMPLOYED INCREASED FROM 10.5 PERCENT IN 1960 TO 21 PERCENT IN 1980. FOR THE SAME PERIOD, UNEMPLOYMENT IN THE UNITED STATES INCREASED FROM 5.5 PERCENT TO 7.1 PERCENT.

- AVAILABLE HOUSING UNITS IN THE CITY DECLINED FROM ALMOST 26,000 IN 1960 TO LESS THAN 19,000 IN 1980. DURING THE SAME PERIOD, THE PERCENTAGE OF VACANT UNITS IN EAST ST. LOUIS ROSE FROM LESS THAN 4 PERCENT IN 1960 TO OVER 11 PERCENT IN 1980.

## Figure II.1: Population Changes in East St. Louis (1910-80)

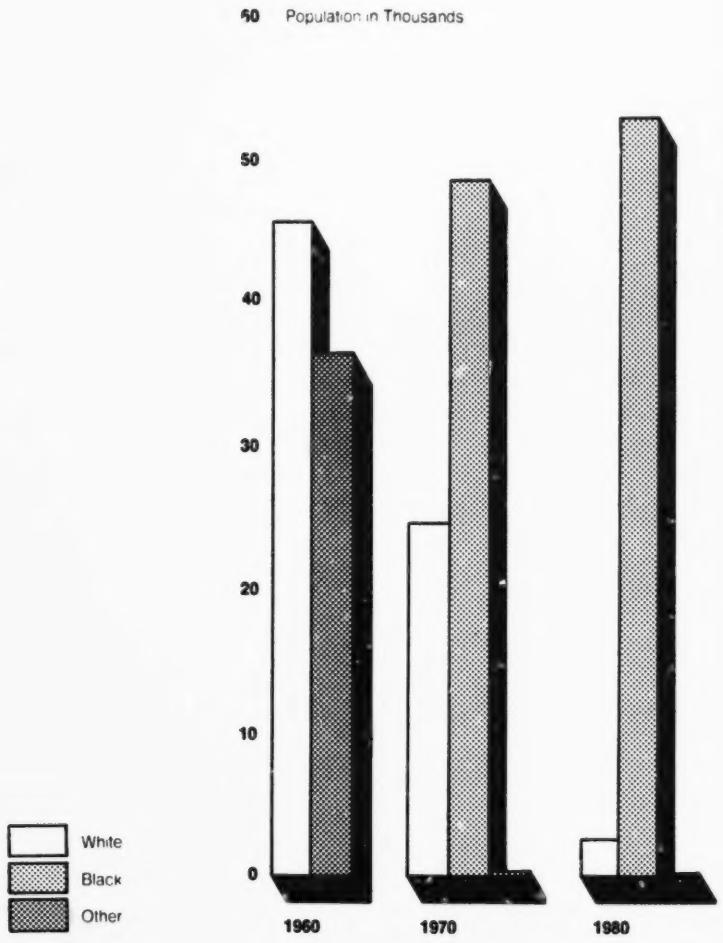



| Year | Population | Change from preceding census (number) | (percent) |
|---|---|---|---|
| 1980[a] | 55,200 | -14,796 | -21.1 |
| 1970 | 69,996 | -11,716 | -14.3 |
| 1960 | 81,712 | -583 | -0.7 |
| 1950 | 82,295 | 6,686 | 8.8 |
| 1940 | 75,609 | 1,262 | 1.7 |
| 1930 | 74,347 | 7,580 | 11.4 |
| 1920 | 66,767 | 8,220 | 14.0 |
| 1910 | 58,547 | 28,892 | 97.4 |

[a]Estimate.

Source: Bureau of the Census.

## Figure II.2: Racial Make-Up of East St. Louis (1960, 1970, 1980)



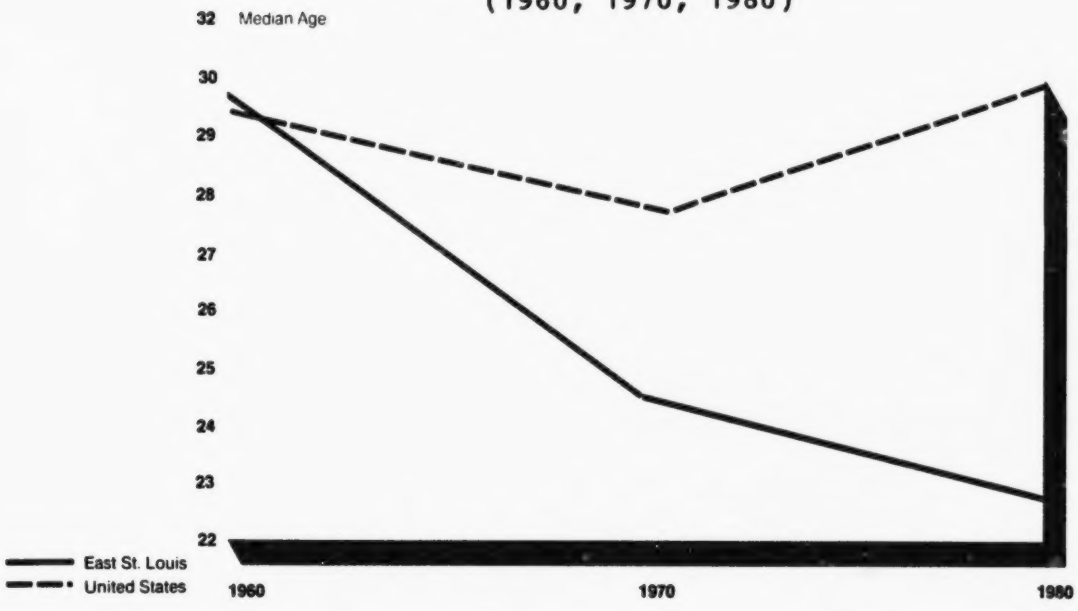

| Race | 1960 | 1970 | 1980 |
|---|---|---|---|
| White | 45,309 | 21,479 | 2,229[a] |
| Black | [b] | 48,368 | 52,782 |
| Other[c] | 36,403 | 149 | 189 |

[a]Estimate.

[b]In the 1960 census data there was no further differentiation for individuals other than "white" and "non-white".

[c]"Other" encompasses all races other than white and black.

Figure II.3: Median Age, East St. Louis and Nationwide (1960, 1970, 1980)




| | 1960 | 1970 | 1980 |
|---|---|---|---|
| Median age | | | |
| East St. Louis | 29.6 | 24.6 | 22.7 |
| United States | 29.4 | 27.9 | 30.0 |

Source: Bureau of the Census.

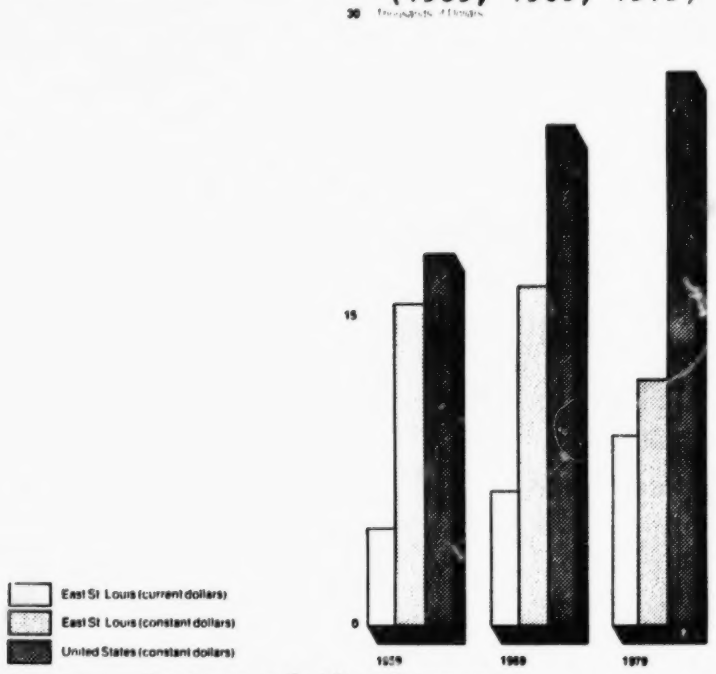
Table II.1: Education Levels, East St. Louis and Nationwide[a] (1960, 1970, 1980)

| | Median years education | |
|---|---|---|
| Census year | East St. Louis | U.S. |
| 1960 | 8.7 | 10.6 |
| 1970 | 9.4 | 12.2 |
| 1980 | 11.5 | 12.5 |

[a]Data represent individuals 25 years and over.

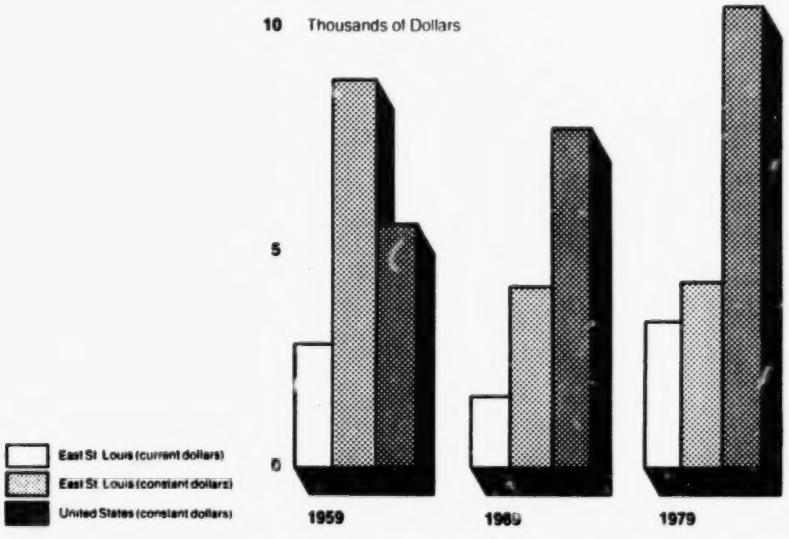
Source: Bureau of the Census.

Figure II.4: Family Income, East St. Louis and Nationwide (1959, 1969, 1979)




Source: Bureau of the Census.

Figure II.5: Individual Income, East St. Louis and Nationwide (1959, 1969, 1979)




Source: Bureau of the Census.

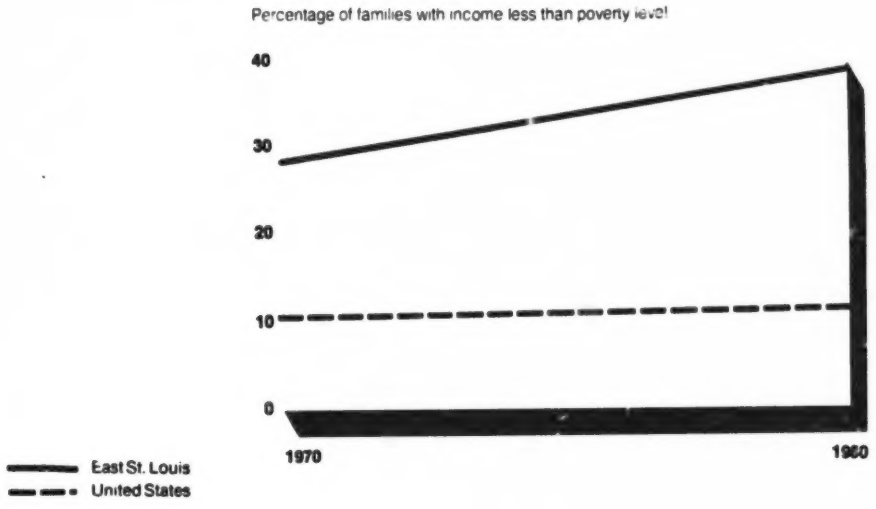
Table II.2: Percentage of Families in Various Income Groups, East St. Louis and Nationwide[a] (1979)

| Income group | East St. Louis | U.S. |
|---|---|---|
| | --------(percentage)------- | |
| Less than $ 5,000 | 29.7 | 6.9 |
| $5,000 to 9,999 | 22.6 | 13.3 |
| $10,000 to 14,999 | 12.8 | 15.6 |
| $15,000 to 19,999 | 10.4 | 15.0 |
| $20,000 to 24,999 | 7.8 | 14.4 |
| $25,000 to 34,999 | 10.1 | 19.2 |
| $35,000 to 49,999 | 4.8 | 10.3 |
| $50,000 and above | 1.7 | 5.2 |

[a]Percentages do not add up to 100 due to rounding.

Source: Bureau of the Census.

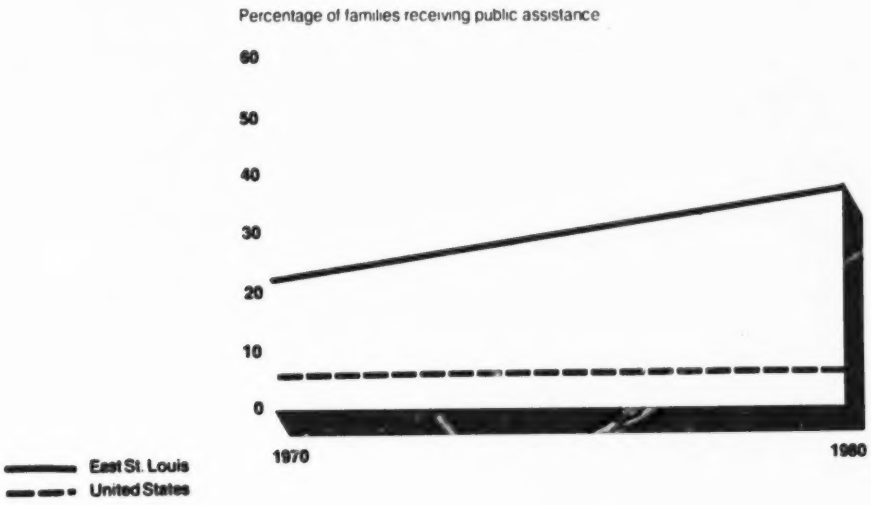
## Figure II.6: Percentage of Families With Income Below Poverty Level, East St. Louis and Nationwide (1970-80)




| | 1970 | 1980 |
|---|---|---|
| | ---(percentage)--- | |
| East St. Louis | 28.5 | 38.9 |
| U.S. | 10.1 | 10.3 |

Source: Bureau of the Census.

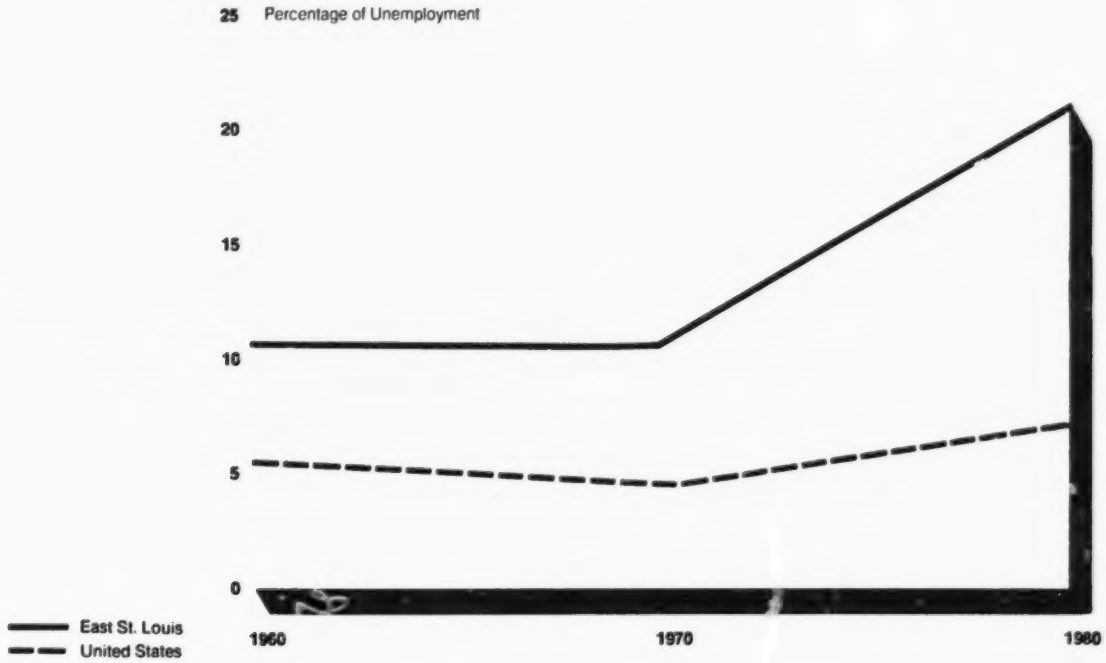
## Figure II.7: Percentage of Families Receiving Public Assistance, East St. Louis and Nationwide (1970-80)




| | 1970 | 1980 |
|---|---|---|
| | ---(percentage)--- | |
| East St. Louis | 22.4 | 37.5 |
| U.S. | 6.0 | 5.9 |

Source: Bureau of the Census.

Figure II.8: Unemployment Trends, East St. Louis and Nationwide (1960-80)

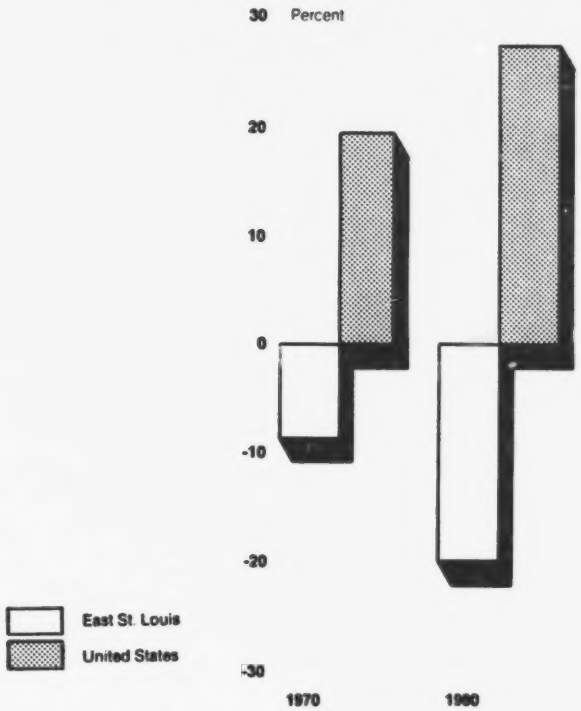



| Employment characteristics | Census year[a] | | |
|---|---|---|---|
| | 1960 | 1970 | 1980 |
| Total in civilian labor force | 28,283 | 21,601 | 16,692 |
| Employed | 25,312 | 19,367 | 13,178 |
| Unemployed | 2,971 | 2,234 | 3,514 |
| Percentage unemployed (East St. Louis) | (10.5%) | (10.3%) | (21.0%) |
| Percentage unemployed (U.S.) | (5.5%) | (4.9%) | (7.1%) |

[a]The 1960 census category for employment is based on individuals 14 years and over while 1970 and 1980 census categories are based on individuals 16 years and over.

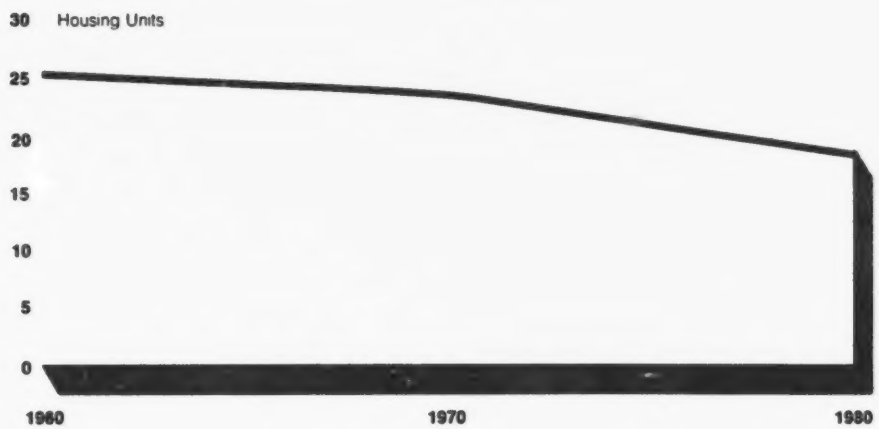
Source: Bureau of the Census.

Figure II.9: Available Housing Units--Percentage Increase/ Decrease, East St. Louis and Nationwide (1970 and 1980)



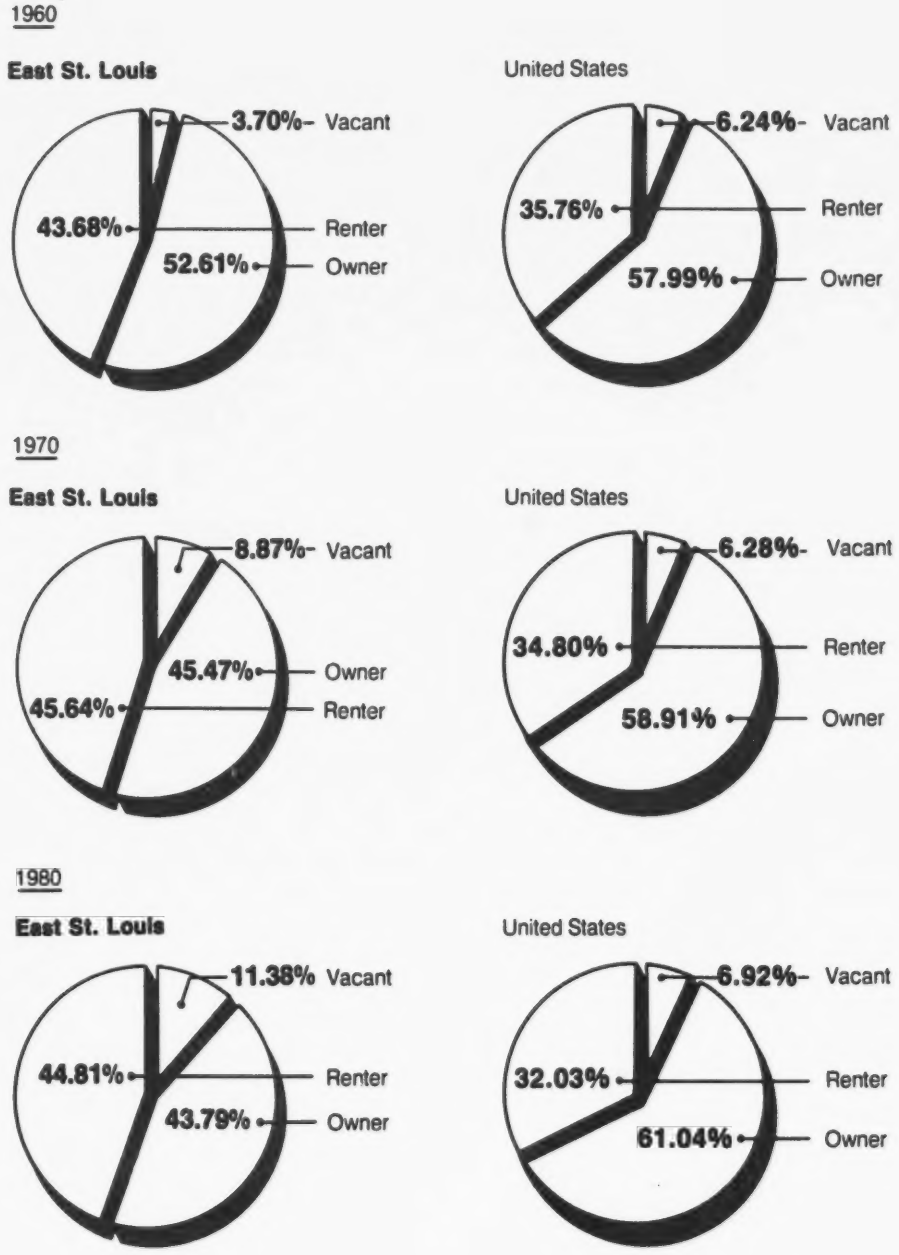

Source: Bureau of the Census.

Figure II.10: Decline of Available Housing Units, East St. Louis (1960-80)




Source: Bureau of the Census.

Figure II.11: Occupancy/Vacancy Status of Housing Units, East St. Louis and Nationwide[a] (1960, 1970, 1980)




[a]Percentages do not add up to 100 due to rounding.

Source: Bureau of the Census.

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## PART III

## BOOM TO BUST:

## SUMMARY OF A SERIES OF ARTICLES APPEARING

## IN THE BELLEVILLE (ILLINOIS) NEWS-DEMOCRAT,

## FEBRUARY 20-27, 1983

- AT THE TURN OF THE CENTURY, EAST ST. LOUIS WAS A BOOMTOWN AND HAD ESTABLISHED ITSELF AS A NATIONAL LIVESTOCK PROCESSING AND MEAT PACKING CENTER.

- THE CHANGING NATIONAL ECONOMY RENDERED THE CITY'S FACTORIES, RAIL FREIGHT FACILITIES, AND CENTRAL MEAT PACKING HOUSES OBSOLETE.

- IN ADDITION TO THE DIMINISHED IMPORTANCE OF ITS INDUSTRIAL SECTOR, GREED BY POLITICIANS, INDUSTRIALISTS, AND OTHERS HAS SINCE CONTRIBUTED TO THE CITY'S SERIOUS FINANCIAL CRISIS.

- OTHER FACTORS WHICH AFFECTED THE CITY INCLUDED CRIME, LACK OF AN INDUSTRIAL TAX BASE, MIDDLE CLASS FLIGHT, AND SCHOOL AND MUNCIPAL GOVERNMENT PROBLEMS.

- THE CITY HAS A CONSIDERABLE NUMBER OF VACANT LOTS, SUBSTANDARD HOUSING UNITS, AND DORMANT FACTORIES.

- TWO-THIRDS OF THE RESIDENTS OF EAST ST. LOUIS PRESENTLY DEPEND ON GOVERNMENT ASSISTANCE. THE CITY GOVERNMENT, BESET BY AN EVER-DWINDLING TAX BASE, HAS BEEN FORCED TO RELY HEAVILY ON STATE AND FEDERAL AID.

(385105)

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